

SOUTHERN CALIFORNIA



**ASSOCIATION of
GOVERNMENTS**

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Riverside County Transportation Commission:
Robin Lowe, Hemet

Ventura County Transportation Commission:
Keith Millhouse, Moorpark

February 2, 2006

Mr. Leslie T. Rogers, Administrator
Federal Transit Administration - Region IX
201 Mission Street, Room 2210
San Francisco, California 94105

Mr. Gene K. Fong, Administrator
Federal Highway Administration - California Division
650 Capital Mall, Suite 4-100
Sacramento, California 95814

Subject: Fine Particle (PM_{2.5}) Conformity Determination

Dear Administrators:

The Southern California Association of Governments (SCAG), the designated Metropolitan Planning Organization (MPO) for the Counties of Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura, is pleased to transmit the Fine Particle (PM_{2.5}) Conformity Finding for the 2004 Regional Transportation Plan (2004 RTP) and for the 2004 Regional Transportation Improvement Program (RTIP) for your review and approval.

On February 2, 2006, the SCAG Regional Council adopted Resolution 06-471-2 approving the conformity determination for the PM_{2.5} standard for the 2004 RTP and the 2004 RTIP. The PM_{2.5} standard is a new standard and therefore, requires an interim emissions test, known as *less than baseline year*. For a positive conformity finding SCAG must demonstrate that implementing the 2004 RTP and the 2004 RTIP is not projected to increase emissions of PM_{2.5} in future years above the emissions in the baseline year 2002. In addition, the PM_{2.5} conformity determination entails reaffirming previously approved analyses and findings for the 2004 RTP and 2004 RTIP.

The following documents are attached:

- Resolution Number 06-471-2
- Fine Particle (PM_{2.5}) Conformity Finding

#118144 v1 - PM_{2.5} letter to US DOT

I want to express my appreciation to your staff for their involvement and participation in the interagency consultation process. I look forward to our agencies' continued partnership in working to improve the region's mobility and air quality. If you have any questions regarding this submittal, please contact me at (213) 236-1808 or Jonathan Nadler, Senior Regional Planner, at (213) 236-1884.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Mark A. Pisano', with a stylized, flowing script.

Mark A. Pisano
Executive Director

cc: Wayne Nastri, EPA – Region IX
Will Kempton, Caltrans
John Barna, California Transportation Commission


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RESOLUTION No. 06-471-2

RESOLUTION OF
SOUTHERN CALIFORNIA ASSOCIATION OF GOVERNMENTS
TO ADOPT THE CONFORMITY DETERMINATION FOR THE FINE
PARTICULE (2.5) STANDARD FOR THE 2004 REGIONAL
TRANSPORTATION PLAN AND THE 2004 REGIONAL TRANSPORTATION
IMPROVEMENT PROGRAM

WHEREAS, the Southern California Association of Governments (SCAG) is the federally designated Metropolitan Planning Organization (MPO) pursuant to 23 U.S.C. §134(d) for the Counties of Imperial, Los Angeles, Orange, Riverside, San Bernardino and Ventura, and as such, is responsible for the preparation, adoption and regular revision of the Regional Transportation Plan (RTP) and the Regional Transportation Improvement Program (RTIP) pursuant to 23 U.S.C. §134 et seq. 49 U.S.C. §5303 et seq. and 23 C.F.R. §450.312;

WHEREAS, SCAG is the designated Regional Transportation Planning Agency (RTPA) under state law, and as such, is responsible for preparation of both the RTP and RTIP under California Government Code §§ 65080 and 65082 respectively;

WHEREAS, 42 U.S.C. § 7506(c)(1) requires SCAG's 2004 RTP and 2004 RTIP to conform with the applicable State Implementation Plan (SIP) developed for the federal non-attainment and maintenance areas in the Mojave Desert Air Basin, the Ventura County portion of the South Central Coast Air Basin, the South Coast Air Basin, and the Salton Sea Air Basin;

WHEREAS, SCAG, as the designated MPO, is required to comply with Sections 174 and 176(c) and (d) of the Clean Air Act [42 U.S.C. §§ 7504, 7506(c) and (d)];

WHEREAS, 23 U.S.C. §134(j)(2)(C) and 23 C.F.R. §450.324(f)(2) requires the 2004 RTIP to be consistent with the 2004 RTP;

WHEREAS, 23 U.S.C. § 134 (c)(3) and 23 C.F.R. § 450.312 require SCAG, as the designated MPO, to maintain a continuing, cooperative and comprehensive transportation planning process in its development of the RTP and RTIP;

WHEREAS, SCAG has worked concurrently with local, state and federal jurisdictions in a continuing, cooperative and comprehensive manner as required by provisions of Federal and State law on the transportation planning processes;

WHEREAS, federal regulations at 23 C.F.R. § 450.332(e) require that in non-attainment and maintenance areas, funding priority be given to timely implementation of Transportation Control Measures (TCMs) contained in the applicable SIPs in accordance with the conformity regulations at 40 CFR Parts 51 and 93;

WHEREAS, non-attainment area designations for the new fine particle (PM_{2.5}) standard became effective on April 5, 2005, and an approved conformity determination is required one year after the effective date;

WHEREAS, new federal conformity regulation for PM2.5 requires the Southern California Association of Governments (SCAG) to receive approval from the United States Department of Transportation (US DOT) on SCAG's conformity determination by April 5, 2006;

WHEREAS, fine particle (PM2.5) non-attainment area in the SCAG region includes only the South Coast Air Basin (SCAB);

WHEREAS, the Southern California Transportation Conformity Working Group (TCWG) and the Energy and Environment Committee developed an efficient process to obtain an approved PM2.5 conformity determination for the 2004 RTP and RTIP;

WHEREAS, the PM2.5 conformity determination entails reaffirming previously approved analyses and findings for the 2004 RTP and 2004 RTIP;

WHEREAS, the conformity rule interim emissions test, known as *less than baseline year*, requires demonstration that implementing the 2004 RTP and the 2004 RTIP is not projected to increase emissions of fine particles (PM2.5) in future years above the emissions in the baseline year 2002.

WHEREAS, the Draft Conformity Determination for the PM2.5 Standard was available for public review and comment from November 22, 2005 to January 5, 2006;

WHEREAS, a public hearing was conducted at the Southern California Association of Governments on January 5, 2006;

NOW, THEREFORE BE IT RESOLVED that

(1) Southern California Association of Governments finds as follows:

- (a) SCAG's 2004 RTP/RTIP regional emissions (build scenario) for direct PM2.5 emissions and PM2.5 precursors are less than the no-build emissions for the South Coast Air Basin;
- (b) The conformity findings for both the 2004 RTP and the 2004 RTIP are reaffirmed for all applicable pollutants, including regional emissions analyses, financial constraint test, timely implementation of Transportation Control Measures (TCMs) report, applying the use of the latest planning assumptions and the latest approved emissions model, reaffirming consistency between the adopted 2004 RTIP and the adopted 2004 RTP, and reaffirming the process for interagency consultation and public participation;
- (c) In addition to reaffirming the already conducted public involvement and interagency consultation test for the 2004 RTP/RTIP, the PM2.5 conformity underwent the appropriate process for interagency consultation and public participation;

WHEREAS, new federal conformity regulation for PM2.5 requires the Southern California Association of Governments (SCAG) to receive approval from the United States Department of Transportation (US DOT) on SCAG's conformity determination by April 5, 2006;

WHEREAS, fine particle (PM2.5) non-attainment area in the SCAG region includes only the South Coast Air Basin (SCAB);

WHEREAS, the Southern California Transportation Conformity Working Group (TCWG) and the Energy and Environment Committee developed an efficient process to obtain an approved PM2.5 conformity determination for the 2004 RTP and RTIP;

WHEREAS, the PM2.5 conformity determination entails reaffirming previously approved analyses and findings for the 2004 RTP and 2004 RTIP;

WHEREAS, the conformity rule interim emissions test, known as *less than baseline year*, requires demonstration that implementing the 2004 RTP and the 2004 RTIP is not projected to increase emissions of fine particles (PM2.5) in future years above the emissions in the baseline year 2002.

WHEREAS, the Draft Conformity Determination for the PM2.5 Standard was available for public review and comment from November 22, 2005 to January 5, 2006;

WHEREAS, a public hearing was conducted at the Southern California Association of Governments on January 5, 2006;

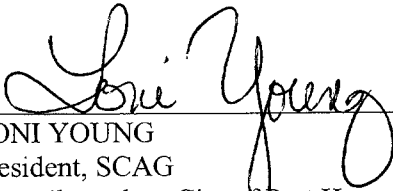
NOW, THEREFORE BE IT RESOLVED that

(1) Southern California Association of Governments finds as follows:

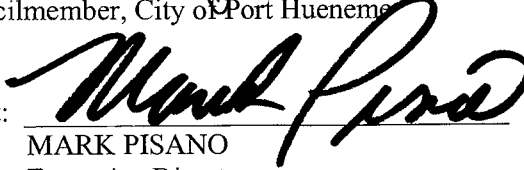
- (a) SCAG's 2004 RTP/RTIP regional emissions (build scenario) for direct PM2.5 emissions and PM2.5 precursors are less than the no-build emissions for the South Coast Air Basin;
- (b) The conformity findings for both the 2004 RTP and the 2004 RTIP are reaffirmed for all applicable pollutants, including regional emissions analyses, financial constraint test, timely implementation of Transportation Control Measures (TCMs) report, applying the use of the latest planning assumptions and the latest approved emissions model, reaffirming consistency between the adopted 2004 RTIP and the adopted 2004 RTP, and reaffirming the process for interagency consultation and public participation;
- (c) In addition to reaffirming the already conducted public involvement and interagency consultation test for the 2004 RTP/RTIP, the PM2.5 conformity underwent the appropriate process for interagency consultation and public participation;

(2) The Regional Council hereby adopts the conformity findings for all federal non-attainment and maintenance areas in the SCAG region, and authorizes the Executive Director or his designee to transmit the Conformity Determination for the PM2.5 Standard for the 2004 RTP and the 2004 RTIP to the Federal Transit Administration and the Federal Highway Administration to make the final conformity determination in accordance with the Federal Clean Air Act and EPA Transportation Conformity Rule at 40 CFR Parts 51 and 93.


Adopted by the Regional Council of the Southern California Association of Governments at a regular meeting on this 2nd day of February 2006.



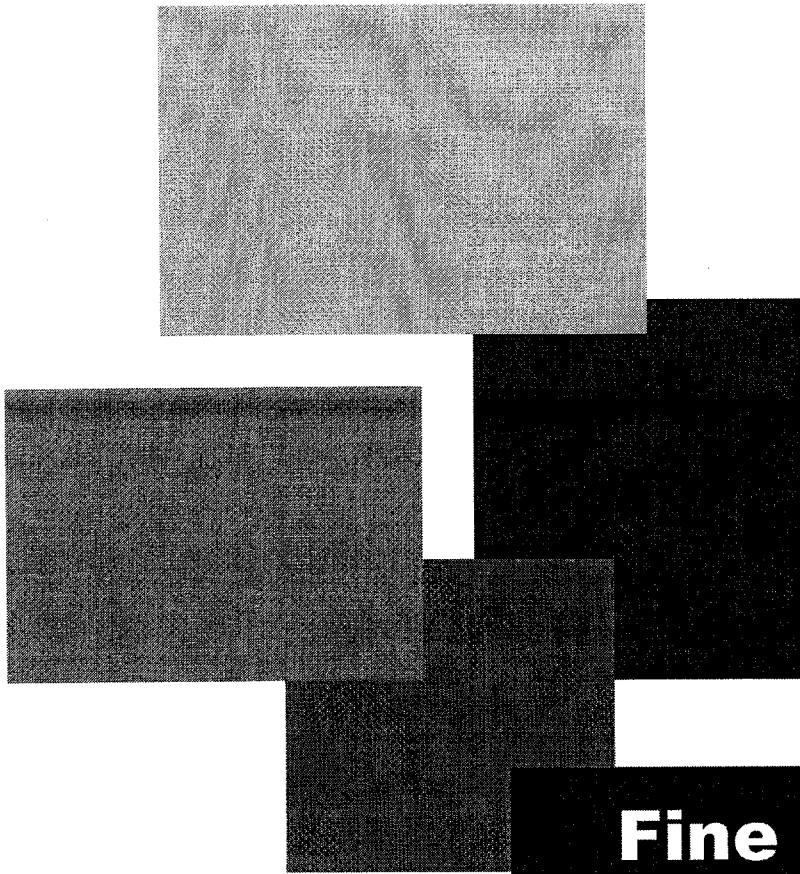
TONI YOUNG
President, SCAG
Councilmember, City of Port Hueneme

Attest: 

MARK PISANO
Executive Director

Approved as to Legal Form: 

KAREN TACHIKI
Legal Counsel



**Fine Particle
(PM2.5)
Conformity
Finding**

I. PREFACE

This conformity report covers all federally required analyses for the Fine Particle (PM_{2.5}) conformity determination for the 2004 Regional Transportation Plan (RTP) and 2004 Regional Transportation Improvement Program (RTIP). A conformity determination consists of regional emissions analyses, financial constraint test, timely implementation of Transportation Control Measures (TCMs), the use of the latest planning assumptions, appropriate documentation of findings, interagency consultation, and public involvement. The Fine Particle conformity determination reaffirms all of the applicable conformity findings for the 2004 RTP and 2004 RTIP and addresses additional analyses required for the new Fine Particle standard. Additionally, per 40 CFR 93.122(g), the conformity determination relies on the previous regional emissions analyses as developed for the RTIP/RTP for NO₂, CO and PM₁₀ and for the 8-hour Ozone conformity determination approved by US Department of Transportation on May 12, 2005.

The Fine Particle standard is a new federal health-based standard for particulate pollution that is 2.5 microns or smaller (particulate matter (PM_{2.5})). This new regulation requires the Southern California Association of Governments (SCAG) to receive approval from the United States Department of Transportation (US DOT) on SCAG's conformity determination on the 2004 Regional Transportation Plan (RTP) and the 2004 Regional Transportation Improvement Program (RTIP) by April 5, 2006 or the region risks a conformity lapse. Non-attainment area designations for the new fine particle (PM_{2.5}) standard became effective on April 5, 2005, and an approved conformity determination is required by April 5, 2006, one year after the effective date.

Conformity Status of Adopted RTP and RTIP

The adopted 2004 RTP and 2004 RTIP conform to the air quality goals established by the State (air quality) Implementation Plan (SIP). Specifically, the 2004 RTP and RTIP will 1) not create new violations of the federal air quality standards, 2) not increase the frequency or severity of existing violations of the standards, and 3) not delay attainment of the standards.

The effective date for the conformity determination for the adopted 2004 RTP, including all of the air basins, is June 7, 2004, and the effective date of the federal conformity determination for the 2004 RTIP is October 4, 2004. The conformity determination for the adopted RTP is currently effective for three years; thus, the RTP conformity will remain effective until June 7, 2007. The conformity determination for the adopted RTIP is currently effective for two years; thus, the RTIP conformity will remain effective until October 4, 2006.

The Fine Particle conformity determination does not affect the existing conformity schedule for the RTP or RTIP. However, the new federal conformity regulation for PM_{2.5} requires the Southern California Association of Governments (SCAG) to make a positive conformity determination and receive approval from the United States Department of Transportation (US DOT) by April 5, 2006 or the region's conformity will lapse.

The Southern California Transportation Conformity Working Group (TCWG) discussed an efficient process to obtain an approved PM_{2.5} conformity determination for the 2004 RTP and RTIP (August 23, 2005 <http://www.scag.ca.gov/tcwg/>), and staff presented this process to the SCAG Energy and Environment Committee on September 1, 2005. This process entails reaffirming previously approved air quality conformity analyses and findings for the 2004 RTP and 2004 RTIP and addressing additional analyses required by the new Fine Particle standard. This approach parallels the process for the 8-hour ozone conformity determination.

Proposed process for Fine Particle conformity determination on the 2004 RTP and RTIP:

1. Conduct ongoing public participation and interagency consultation throughout the process.
2. Perform regional emission analysis. PM_{2.5} is a new air quality standard with no established emission budgets, and requires an *interim emissions test*. The interim emissions test requires SCAG to demonstrate that implementing the 2004 RTP and the 2004 RTIP is not expected to cause PM_{2.5} emissions to exceed emissions in year 2002. This PM_{2.5} conformity determination includes regional emissions analysis for direct PM_{2.5} emissions and NO_x as a PM_{2.5} precursor. The modeling years are the 2002 baseline year and 2010, 2020, and 2030.
3. Reaffirm the existing conformity findings for the 2004 RTP and 2004 RTIP.
4. Release the draft conformity analyses and documentation for the new PM_{2.5} standard in November 2005 for a public comment period.
5. Hold a public hearing in January 2006.
6. Adopt the resolution making the final conformity determination in February 2006.
7. Send SCAG's Conformity Determination to the federal agencies for approval.
8. Approval by federal agencies before April 5, 2006.

Reaffirming approved conformity findings for NO₂, Ozone, PM₁₀, and CO:

The fine particle conformity determination includes a reaffirmation of the approved conformity findings for both the 2004 RTP and the 2004 RTIP. This reaffirmation includes regional emissions analyses, financial constraint test, timely implementation of Transportation Control Measures (TCMs) report, the use of the latest planning assumptions and the latest approved emissions model, and the appropriate documentation of findings, including reaffirming the process for interagency consultation and public participation.

II. FINE PARTICLE (PM_{2.5}) CONFORMITY REQUIREMENTS

Introduction

The Southern California Association of Governments (SCAG), the Metropolitan Planning Organization (MPO) for Southern California, is mandated to comply with all applicable federal and state transportation and air quality regulations. As stated above, the new federal conformity regulation for fine particles (PM_{2.5}) requires SCAG to receive approval from the United States Department of Transportation (US DOT) on SCAG's conformity determination by April 5, 2006. Non-attainment area designations for the new for fine particle (PM_{2.5}) standard became effective on April 5, 2005, and an approved conformity determination is required one year after

the effective date. If US DOT does not approve SCAG's determination by April 5, 2006, then the region's conformity will lapse.

Fine Particle (PM_{2.5}) Non-attainment Area

The South Coast Air Basin is the only PM_{2.5} non-attainment area in the SCAG Region and is illustrated in the map attached at the end of this report.

Table 1: SCAG Region – Fine Particle (PM_{2.5}) Non-attainment Area

Non-attainment Area	Maximum Attainment Date
South Coast Air Basin (SCAB)	2010 with a possible 5 year extension to 2015

Interim Emissions Test for Fine Particle (PM_{2.5})

Fine particulate matter (PM_{2.5}) is a new air quality standard, and requires an interim emissions test. An interim emissions test is required before new emissions budgets, which establish the maximum allowable level of specific emissions for particular future years, are developed as part of the PM_{2.5} Air Quality Management Plan/State Implementation Plan (SIP). The interim emissions test for PM_{2.5} requires SCAG to run the regional transportation model and the state emissions model (Burden/EMFAC2002) for the year 2002 and for future milestone years, including 2010, 2020, and 2030. The interim emissions test employed for this PM_{2.5} conformity determination is called the *baseline year test*, which entails comparing PM_{2.5} emissions modeled for future milestone years to PM_{2.5} emissions in baseline year 2002. In order to pass the baseline year test, SCAG is required to demonstrate that implementing the 2004 RTP and the 2004 RTIP is not projected to increase emissions of fine particles (PM_{2.5}) in future years above the emissions in the baseline year 2002.

The final PM_{2.5} rule requires PM_{2.5} non-attainment areas to consider both direct PM_{2.5} emissions and significant precursor emissions. The final federal PM_{2.5} rule adds PM_{2.5} precursors, such as nitrogen oxides (NO_x), to the transportation conformity regulations because these gases react and cool to form fine particles. Prior to the submission of the proposed PM_{2.5} State Implementation Plan (SIP/Air Quality Management Plan), direct PM_{2.5} emissions and NO_x emissions must be considered in PM_{2.5} conformity determinations. For this initial PM_{2.5} conformity determination, no federal significance findings have been made to add any additional PM_{2.5} precursors, although additional PM_{2.5} precursors may be required for future conformity determinations after a PM_{2.5} State Implementation Plan has been submitted to US EPA, if additional PM_{2.5} precursors are determined to be important contributors to PM_{2.5} problems in the South Coast Air Basin.

Summary of the 2004 RTP and 2004 RTIP Regional Emissions Analyses for PM_{2.5}

- Emissions for the PM_{2.5} conformity determination were calculated using the annual output from the EMFAC2002 emissions model. Annual emissions were calculated by multiplying daily emissions by 365. Emissions output is shown in the Appendix at the end of this report.
- Baseline emissions for the year 2002 were calculated by constructing a network for 2002 and interpolating socioeconomic data.
- Future year emissions (2010, 2020 and 2030) were taken from the 2004 RTP/RTIP.
- To pass the baseline year interim regional emissions test for the conformity finding, projected direct PM_{2.5} emissions and NO_x emissions must be less than or equal to direct PM_{2.5} emissions and the NO_x emissions in the baseline year 2002.
- Planning assumptions are documented in Appendix E of the 2004 RTP (p. E-28-E-42) and Technical Appendix Section II of the 2004 RTIP (p. II-5-II-17).
 - * EMFAC 2002 was used for Regional Emissions Analysis.
 - * Modeling networks for each milestone year are based on projects and completion dates included in Appendix I of the 2004 RTP and Technical Appendix Section II of the 2004 RTIP (beginning on p. II-60).

A summary of the regional emissions analysis (conformity findings) is tabulated below. Additional emissions data is provided in the Appendix at the end of this document.

24-hour PM_{2.5} Standard for South Coast Air Basin (SCAB) *

Pollutant		2010	2020	2030
PM _{2.5}	Baseyear emissions	13.27	13.27	13.27
	2004 RTP/RTIP	12.49	12.06	12.72
NO _x	Baseyear emissions	715.34	715.34	715.34
	2004 RTP/RTIP	417.99	192.74	125.75

Regional emissions generated using EMFAC 2002. To pass, RTP/RTIP emissions must be equal or less than baseyear emissions.

Annual PM_{2.5} Standard for South Coast Air Basin (SCAB)

Pollutant		2010	2020	2030
PM _{2.5}	Baseyear emissions	4844	4844	4844
	2004 RTP/RTIP	4559	4402	4643
NO _x	Baseyear emissions	261,099	261,099	261,099
	2004 RTP/RTIP	152,565	70,351	45,898

Regional emissions generated using EMFAC 2002. To pass, RTP/RTIP emissions must be equal or less than baseyear emissions.

* Based on annual average emissions

Conformity Determinations

SCAG has determined the following conformity findings for the 2004 RTP and 2004 RTIP under the required federal tests for the new fine particle (PM_{2.5}) standard:

Regional Emissions Tests

- Finding: SCAG's 2004 RTP/RTIP regional emissions for direct PM_{2.5} and NO_x are less than the baseline year 2002 for the 24-hour and the annual standard in the South Coast Air Basin.

Financial Constraint/Timely Implementation

- Since the 2004 RTIP, one of the TCMs (CenterLine) is being replaced; currently the substitute projects and the financial changes are being processed and will be reflected in an amendment.

Reaffirmation of 2004 RTP/RTIP Conformity Tests

- Finding: SCAG reaffirms the applicable conformity findings for both the 2004 RTP/RTIP, which can be found at:

<http://www.scag.ca.gov/rtp2001/2004draft/techappendix/FinalTechAppend.htm>

and:

<http://www.scag.ca.gov/RTIP/final04/Sec1.pdf>.

- This reaffirmation covers the findings for all applicable pollutants, including regional emissions analyses, financial constraint test, timely implementation of Transportation Control Measures (TCMs) report, applying the use of the latest planning assumptions and the latest approved emissions model, reaffirming consistency between the adopted 2004 RTIP and the adopted 2004 RTP, and reaffirming the process for interagency consultation and public participation.

Inter-agency Consultation and Public Involvement Test

- Finding: In addition to reaffirming the already conducted public involvement and interagency consultation test for the 2004 RTP/RTIP, the fine particle (PM_{2.5}) conformity determination underwent an appropriate process for interagency consultation and public participation. This process included Transportation Conformity Working Group consultations on August 23, 2005, October 25, 2005, and December 27, 2005; Energy and Environment Committee updates on September 1, 2005 and November 3, 2005 and a briefing of the Subregional Coordinators on October 27, 2005. An announcement of the public comment period was placed on the SCAG website on November 22, 2005. Copies of the PM_{2.5} Conformity Determination packet were distributed to twelve regional libraries. A formal Public Hearing was held at SCAG's offices on January 5, 2006. This event was advertised in several regional newspapers in December of 2005, including the Imperial Valley Press, La Opinion, Long Beach

Press Enterprise, Los Angeles Times, Orange County Register, San Bernardino Sun, Riverside Press-Enterprise, and Ventura Star.

REGIONAL EMISSIONS ANALYSES

SOUTH COAST AIR BASIN (SCAB)

The South Coast Air Basin (SCAB) covers the urbanized portions of Los Angeles, Orange, Riverside, and San Bernardino counties, and is within the jurisdiction of the South Coast Air Quality Management District (SCAQMD).

Particulate Matter 2.5 – 24 Hour Emissions

	YR 2002	YR 2010	YR 2020	YR 2030
2004 RTP/RTIP	N/A	12.49	12.07	12.71
Exhaust	10.48	9.49	8.83	9.20
Tire Wear	0.83	0.9	0.98	1.08
Brake	1.97	2.1	2.25	2.44
Total PM _{2.5} Exhaust	13.27	12.49	12.06	12.72
Baseyear Emissions	13.27	13.27	13.27	13.27
Difference (plan – baseyear)	N/A	-0.78	-1.21	-0.55

Conformity finding requirement: PM_{2.5} plan emissions must be equal or less than baseyear.

Particulate Matter 2.5 – Annual Emissions

	YR 2002	YR 2010	YR 2020	YR 2030
2004 RTP/RTIP	N/A	4559	4406	4639
Exhaust	3,825	3,464	3,223	3,358
Tire Wear	303	329	358	394
Brake	719	767	821	891
Total PM _{2.5} Exhaust	4,844	4,559	4,402	4,643
Baseyear Emissions	4,844	4,844	4,844	4,844
Difference (plan – baseyear)	N/A	-285	-442	-201

Conformity finding requirement: PM_{2.5} plan emissions must be equal or less than baseyear.